



# Local Government Grant Expenditures Associated with the High Intensity Drug Trafficking Area (HIDTA) Designation

**Florida  
Legislative Committee on Intergovernmental Relations**

**March 2009**

## **Florida Legislative Committee on Intergovernmental Relations**

**(As of January 2009)**

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- |  |                                       |
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**Florida LCIR**  
**c/o Legislative Mail Services**  
**Tallahassee, Florida 32399-1300**  
**Homepage: <http://www.floridalcir.gov>**

## Executive Summary

Since 1990 the federal government has designated 28 High Intensity Drug Trafficking Areas (HIDTAs) across the nation in an effort to enhance and coordinate enforcement efforts among federal, state, and local agencies, according to the Office of National Drug Control Policy (ONDCP). The designation also supports demand reduction and drug treatment initiatives, in the form of grants to local governments within designated HIDTAs. There are three designated HIDTAs in Florida: the North Florida HIDTA, the Central Florida HIDTA, and the South Florida HIDTA. Designated counties are listed in **Table A**.

**Table A: HIDTA Designated Counties**

South Florida	Central Florida	North Florida
Broward	Pinellas	Alachua
Miami-Dade	Hillsborough	Baker
Monroe	Polk	Clay
Palm Beach	Osceola	Columbia
	Orange	Duval
	Seminole	Flagler
	Volusia	Marion
		Nassau
		Putnam
		Saint Johns

*South Florida HIDTA Designated 1990*

*Central Florida HIDTA Designated 1998*

*North Florida HIDTA Designated 2001*

Local governments within a designated HIDTA become eligible to apply for six project grants; three from the U.S. Department of Justice (DOJ), one from the U.S. Department of Education (DOE), and two from the U.S. Department of Health and Human Services (HHS). The three DOJ grants associated with this designation are: the Indian Country Alcohol and Drug Prevention Program, the Byrne Discretionary Grant Program, and the Drug Court Discretionary Grant Program. The Safe and Drug-Free Schools and

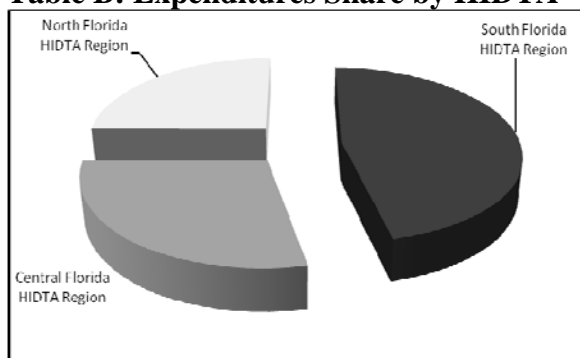
Communities National Program is the sole available DOE program. Two HHS programs are authorized through the HIDTA designation, Substance Abuse and Mental Health Services Projects of Regional and National Significance Program and Drug Free Communities Support Programs grants.

This report will focus on the demand reduction and drug treatment aspects of the HIDTA program through an examination of expenditures by local governments sourced to grant programs associated with the HIDTA designation. This is part of an ongoing effort by the Florida Legislative Committee on Intergovernmental Relations (LCIR) to increase awareness among local governments of federal grant resources. This outreach effort is intended to increase use and knowledge of a new interactive website, [www.Grants.gov](http://www.Grants.gov), which is intended to streamline the grant-seeking process.

This report will analyze expenditures by local governments within a HIDTA as a proxy for the effectiveness of the program, based upon the assumption that expenditures are in fact utilized for the purpose stated in the Catalog of Federal Domestic Assistance (CFDA). Expenditures are aggregated by HIDTA, by county area, by local government, and by grant program to illustrate how much is being spent where, by whom, and for what purpose.

Local governments within the South Florida HIDTA spent more between 2004 and 2006 than either of the other respective HIDTAs, as illustrated in **Table B**.

**Table B: Expenditures Share by HIDTA**



*Source: Florida LCIR*

Within the South Florida HIDTA, the Palm Beach County School District reported the greatest expenditures of any local government at nearly \$3 million in each year profiled. Statewide, the Safe and Drug-Free Schools and Communities National Program was the largest source of expenditures, with approximately \$6 million in each year.

There are several steps which local governments are encouraged to take that can aid in their draw-down of federal funds. Some of these steps are similar to recommendations contained in other LCIR reports. It should also be noted that the recommendations in this report deal with local governments' pursuit of grants they become eligible for due to the HIDTA designation and are not intended to be applied to the HIDTA organizations themselves or the law enforcement agencies comprising them. In pursuing grants, local governments should take the following steps to increase their receipt of federal grant funds:

- Local governments should register with [www.Grants.gov](http://www.Grants.gov) and take full advantage of all this interactive website has to offer.
- As [www.Grants.gov](http://www.Grants.gov) continues to evolve, local governments should provide the website with feedback on issues that could bear improvement,

such as timeframes, and uniformity of application processes and forms.

- Using the data posted on the LCIR's website, [www.floridalcir.gov](http://www.floridalcir.gov), local governments can compare themselves with neighboring or similarly situated local governments to ascertain whether they are taking full advantage of all available grant opportunities.
- Local governments should be aware of any state or federal designations that might allow them to pursue grants as part of a limited pool of applicants.
- Once grants have been identified, local government staff should develop a direct rapport with personnel from the granting agency through phone and e-mail contact whenever possible.
- When competing with local governments from other states for non-formula grants, enlist assistance from Congressional Offices, who are typically able to provide letters of support.

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## Chapter One

### Introduction

#### A. Background

According to the Office of National Drug Control Policy (ONDCP), the High Intensity Drug Trafficking Areas (HIDTA) program “enhances and coordinates drug control efforts among local, state, and federal law enforcement agencies.”<sup>1</sup> HDTAs vary in size and scope, with the ONDCP reporting that the 28 currently designated HDTAs are present in 45 states, Puerto Rico, the U.S. Virgin Islands, and the District of Columbia representing 14 percent of U.S. counties. In comparison, 21 of 67 Florida counties, or approximately 31% are designated HDTAs. As illustrated by **Table 1**, HDTAs are designated in locales across the country. HDTAs may be designated as areas across multiple states or can occur entirely within the borders of a state, as is the case with all Florida HDTAs. Also shown in **Table 1** are the three HDTAs within Florida’s borders, South Florida, Central Florida, and North Florida. The South Florida HIDTA was designated in 1990 as one of the initial HDTAs, and is comprised of Broward, Miami-Dade, Monroe, and Palm Beach counties. The Central Florida HIDTA was designated in 1998 and is comprised of Hillsborough, Orange, Osceola, Pinellas, Polk, Seminole and Volusia counties. The North Florida HIDTA was designated in 2001 and is comprised of Alachua, Baker, Clay, Columbia, Duval, Flagler, Marion, Nassau, Putnam, and Saint Johns counties.

**Table 1: Location of High Intensity Drug Trafficking Areas**



Source: Office of National Drug Control Policy

<sup>1</sup> Office of National Drug Control Policy, Market Disruption, High Intensity Drug Trafficking Areas (HIDTA): <http://www.whitehousedrugpolicy.gov/hidta/index.html>.

According to the ONDCP, “when designating a new HIDTA, the Director of ONDCP consults with the Attorney General, the Secretary of the Treasury, the Secretary of Homeland Security, heads of the national drug control program agencies, and the appropriate governors.” Several factors are considered that are intended to evaluate the extent of the problem, the extent to which local agencies have sought to deal with the problem, and the extent to which federal funds can help to alleviate the problem.

The ONDCP reports that “HIDTA funds help federal, state, and local law enforcement organizations invest in infrastructure and joint initiatives to confront drug-trafficking organizations. Funds are also used for demand reduction and drug treatment initiatives.” The key priorities of the program are:

- “Assess regional drug threats;
- Design strategies to focus efforts that combat drug trafficking threats;
- Develop and fund initiatives to implement strategies;
- Facilitate coordination between federal, state, and local efforts; to
- Improve the effectiveness and efficiency of drug control efforts to reduce or eliminate the harmful impact of drug trafficking.”<sup>2</sup>

In order to increase efficiency in furthering the program’s priorities, goals are established for each HIDTA through negotiation with the ONDCP in what is known as the Performance Management Process (PMP). The PMP “...requires the ability to identify and measure performance in a way that reflects the intent of the program and preserves program strengths. ONDCP believes the PMP meets that test.”<sup>3</sup> Furthermore, each HIDTA files an annual report containing these performance measures which is then posted online by the ONDCP.<sup>4</sup>

Local governments within a designated HIDTA become eligible to apply for six project grants; three from the U.S. DOJ, one from the U.S. DOE, and two from U.S. HHS. Project grants are competitively awarded, described by the CFDA as “...funding, for fixed or known periods, of specific projects”<sup>5</sup> which ideally will allow local governments to maximize draw down through a quality application and innovative ideas for projects. Because only project grants are analyzed, there will be no further discussion regarding types of grants or federal assistance; however a complete discussion is available online at <http://www.cfda.gov/CFDA.pdf>.

The three DOJ grants associated with this designation are: Indian Country Alcohol and Drug Prevention Program (CFDA Number 16.616), the Byrne Discretionary Program (CFDA Number 16.580), and the Drug Court Discretionary Grant Program (CFDA Number 16.585). The Indian

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<sup>2</sup> Office of National Drug Control Policy, Market Disruption, High Intensity Drug Trafficking Areas (HIDTA), An Overview: <http://www.whitehousedrugpolicy.gov/hidta/overview.html>.

<sup>3</sup> Office of National Drug Control Policy, Market Disruption, High Intensity Drug Trafficking Areas (HIDTA), HIDTA Performance Management Process: <http://www.whitehousedrugpolicy.gov/hidta/perfinfo.html>.

<sup>4</sup> Reports are posted at [http://www.whitehousedrugpolicy.gov/hidta/rpts06/06annual\\_reports.html](http://www.whitehousedrugpolicy.gov/hidta/rpts06/06annual_reports.html) for 2006 and contain information such as the value of drugs and assets seized, a return on investment measure (calculated by dividing the total value of assets seized by the HIDTA’s budget), and the number of participating agencies. These reports are temporarily unavailable, but ONDCP staff were contacted and stated that these reports should be back online in the near future.

<sup>5</sup> Catalog of Federal Domestic Assistance, Types of Assistance: <http://www.cfda.gov/CFDA.pdf>.



Country Alcohol and Drug Prevention Program limits applicants to federally recognized tribal governments, and given that this is outside the scope of this report's analysis, the program will not be profiled. The Byrne Discretionary Program's stated objective is to "provide leadership and direction in controlling the use and availability of illegal drugs and to improve the functioning of the criminal justice system, with emphasis on violent crime and serious offenders."<sup>6</sup> The Drug Court Discretionary Grant Program's stated objective is to "develop and implement treatment drug courts that effectively integrate substance abuse treatment, mandatory drug testing, sanctions and incentives, and transitional services."<sup>7</sup>

A single DOE program is available as a result of the HIDTA designation, the Safe and Drug-Free Schools and Communities National Program (CFDA Number 84.184). The stated objective of this program is to "enhance the nation's efforts to prevent the illegal use of drugs and violence among, and promote safety and discipline, for students at all educational levels."<sup>8</sup> Numerous awards are available under the auspices of this program and are listed under the heading "Drug-Violence Prevention – National Programs" via the Department of Education website, at <http://www.ed.gov/about/offices/list/osdfs/programs.html#Numberstate>.

Two HHS programs are authorized through the HIDTA designation, which focus on dealing with the physical and mental effects of substance abuse. The first program, Substance Abuse and Mental Health Services: Projects of Regional and National Significance (CFDA Number 93.243), "seeks to reduce the impact of alcohol and drug abuse on individuals, families, communities, and societies."<sup>9</sup> The second program is Drug Free Communities Support Programs Grants (CFDA Number 93.276), and has as its goal to "increase the capacity of community coalitions to reduce substance abuse"<sup>10</sup> through building coalitions.

## **B. Purpose**

This report will focus on the demand reduction and drug treatment aspects of the program through an examination of expenditures by local governments sourced to grant programs associated with the HIDTA designation. This is part of an ongoing effort by the Florida LCIR to increase awareness among local governments of federal grants resources, thus allowing them to supplement their revenues and fully leverage their expenditures (as matching funds when necessary). This outreach effort is intended to increase use and knowledge of a new interactive website, [www.Grants.gov](http://www.Grants.gov), which is designed to streamline the grant-seeking process. This website has been discussed in the previous reports, *Federal Grants to Florida's Local Governments*, the update to the report *Federal Grants to Florida's Local Governments*, and the issue brief, *Federal Grant Expenditures by School Districts*. There are numerous user-friendly features to the website, but most importantly interested parties are allowed to register, complete a profile, and request alerts regarding grants that may be of interest to the registrant. This in effect, makes [www.Grants.gov](http://www.Grants.gov) a one-stop shop for finding grant opportunities.

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<sup>6</sup> Project Descriptions available via The Catalog of Federal Domestic Assistance at <http://www.cfda.gov/CFDA.pdf>

<sup>7</sup> Id.

<sup>8</sup> Id.

<sup>9</sup> Id.

<sup>10</sup> Id.



### **C. Scope**

As has already been established, each HIDTA prepares and files an annual report, complete with performance measures tailored to the nature of the program itself. It should be noted that the return on investment presented in these programs will actually be greater than stated. Through education, early intervention, and treatment future expenditures (whether they are from enforcement, prosecution, or detention) can be prevented, allowing funds to be used for other purposes. Thus, this report analyzes expenditures by local government within the HIDTA as a proxy for the effectiveness of the program, based upon the assumption that expenditures are in fact utilized for the purpose stated in the CFDA. Expenditures by non-profits and special districts are excluded due to the fact that a large portion of reported expenditures by these entities generally fall below the threshold for filing a Federal Single Audit (*See Chapter Two, Section A for discussion*).

## Chapter Two: *Data*

### A. Catalog of Federal Domestic Assistance and Federal Single Audit Data

The Catalog of Federal Domestic Assistance (CFDA) is a reference manual that lists all Federal assistance programs, and provides descriptive information for each program. Programs are identified by a five digit reference number, the CFDA Number, which takes the form XX.XXX where the first two digits represent the source agency and the last three digits are unique to the program. CFDA Numbers are also used to provide information on the type of program, on applicant eligibility, and on changes to programs over time as the organization of the government changes. One example of these changes is the Federal Emergency Management Agency (FEMA) being absorbed into the newly created Department of Homeland Security, which resulted in FEMA grants changing from 83.XXX to 97.XXX. This report utilizes CFDA Numbers to identify grants that local governments are eligible to apply for based upon their designation as a HIDTA, and combines this with information from another source, the Federal Audit Clearinghouse, to obtain expenditure data by program for participating local governments.

Any Non-Federal Entity that spends more than \$500,000 in Federal Awards is required to file a Federal Single Audit.<sup>11</sup> Among the information contained in these audits is the Schedule of Expenditures of Federal Awards, which lists expenditures for each program the entity participates in, and identifies the program by CFDA Number. These audits are subsequently posted online at the Federal Audit Clearinghouse, [www.harvester.census.gov](http://www.harvester.census.gov). Information from these audits has been used in the LCIR report, *Federal Grants to Florida's Local Governments*.

For the purposes of this report, data was downloaded from the Federal Audit Clearinghouse and sorted to contain information from programs which local governments are eligible to apply for based upon their designation as a HIDTA. At the aggregate level, total expenditures are presented for each HIDTA region and by county within the region,<sup>12</sup> furthermore totals for expenditures based upon source agency and HIDTA are presented. Totals for each entity within a HIDTA and for each program across all entities within a HIDTA are also presented, allowing inferences to be made regarding major programs and which entities are major players within a region, with population figures included to provide context.<sup>13</sup>

### B. Limitations

The CFDA and Federal Audit Clearinghouse data is quite valuable; however there are certain limitations which must be discussed.

First, it must be noted that there are in fact some limitations which apply to the data source but not to the report, and these are not discussed here. What will be discussed are issues with the

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<sup>11</sup> Single Audit Basics <http://harvester.census.gov/sac/cfoBrochure2005.pdf>.

<sup>12</sup> In this section counties are referred to as a unit of geography (generally including the county government and/or the school district) and in the subsequent analysis of individual HDTAs counties refer to the county government.

<sup>13</sup> Per capita numbers are not provided because these grant programs serve a subset of the overall population, and thus may not be directly attributable to the total population.

data that is actually used in this report, and circumstances which could potentially lead to expenditure totals being overstated or understated.

Second, it is possible that a federal single audit for a given local government has not been filed, or is not posted. Any entity which spent less than \$500,000 in total federal awards is not required to file a Federal Single Audit. If the entity spent funds from one of the programs that was examined, but they were not required to file a single audit, then this report does not reflect their expenditure total. This would only apply to municipalities; however, because all counties and school districts in the sample met the threshold to file a single audit for the fiscal years referenced. Also, there is a lag between when a single audit is filed and when it is posted to the Federal Audit Clearinghouse, so it is possible that an audit was filed but has not yet been posted. This was the case for several counties; however, in this case a secondary data source was used. Annual Financial Audit Reports are filed with the Florida Auditor General and contain a Schedule of Expenditures of Federal Awards if expenditures meet the threshold. These reports were used as a secondary source when necessary. Despite this approach, it is still possible that some municipalities might have actually spent funds from these programs, but did not spend enough in total federal funds to trigger a Federal Single Audit, thus understating expenditures.

Third, funds which are passed through to other entities are also included in the total reported on the Schedule of Expenditures of Federal Awards. This could lead to a slight overstatement of expenditures; however, it should be noted that the pass through entity can be given some credit for their role in helping to secure federal funds, and the construction of our sample minimizes the potential for double counting to occur. Given that our sample does not contain special districts or non-profits, and does contain relatively few municipalities, the only case in which pass through funds would lead to double counting is in the event of a county passing funds through to a school board or vice versa. An analysis of the raw data seems to preclude this however, and as such, the pass-through data is included.<sup>14</sup>

Despite these potential limitations, this data set is quite valuable due to its unique construction, and is part of a larger data set which has been used in other reports. Furthermore, much of this information is posted on the committee's website at <http://www.floridalcir.gov/dataatof.cfm>.

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<sup>14</sup> There is an indicator on the Schedule of Expenditures of Federal Awards for whether the funding came directly from the federal government, and this along with simple spot analysis of grant-level expenditures suggests that very little if any double counting occurs.

## **Chapter Three:**

### ***Analysis and Results***

#### **A. Local Governments within Florida HIDTA Regions**

Analysis will now proceed to HIDTAs at the aggregate level. Expenditures will be analyzed at the county level, summing expenditures across all local governments to achieve a total for the respective county as a unit of geography. Finally, the relative share for each individual area will be compared to further clarify where expenditures are occurring. This analysis should provide a basis for a further examination of individual HIDTAs. As illustrated in **Table 2**, the number of Florida residents living in HIDTA designated counties is substantial. In fact, the share of Florida residents living in a HIDTA is nearly three quarters of all residents and above three quarters of all urban residents. It must be noted however, that while the population residing in HIDTA designated counties is quite large and much of the total population is indirectly affected by the operation of a HIDTA, the proportion of these populations that are directly affected is likely to be much smaller.

**Table 3** illustrates expenditures by local governments within and across HIDTAs, with totals also provided for all local governments within a designated county. In this situation, Palm Beach County is the clear outlier with over \$2.6 million dollars spent annually in fiscal years 2004, 2005, and 2006, meaning that more federal funds were spent by local governments in Palm Beach County than in either the Central Florida HIDTA or the North Florida HIDTA. It is also noteworthy that expenditures in the Central Florida HIDTA and North Florida HIDTA seem to remain more constant at the aggregate level than at the county level, with considerable fluctuations in some cases. This is indicative of the fact that all these grants are awarded competitively; if these were formula grants they would probably exhibit much more consistency across local governments and across time; although entities that file a Federal Single Audit in only some years could also contribute to this phenomenon.

Other than these brief observations, we should simply note that these results are what would be expected, with total expenditures appearing to be loosely linked to population size, as illustrated by **Table 4**. This is an observation that has been noted in other LCIR reports, and might be due to more resources being available for grant seeking in areas with a larger population.

**Table 2: Population within HIDTA Regions**

<b>HIDTA Region</b>	<b>2006 Population</b>	<b>2006 Urban Population</b>
South Florida	5,558,681	3,834,188
Central Florida	4,937,514	2,338,607
North Florida	2,100,501	1,243,305
<b>Statewide Total</b>	<b>12,596,696</b>	<b>7,416,100</b>
<b>Share of State</b>	<b>68.65%</b>	<b>77.99%</b>

*Source: Bureau of Economic and Business Research, UF*

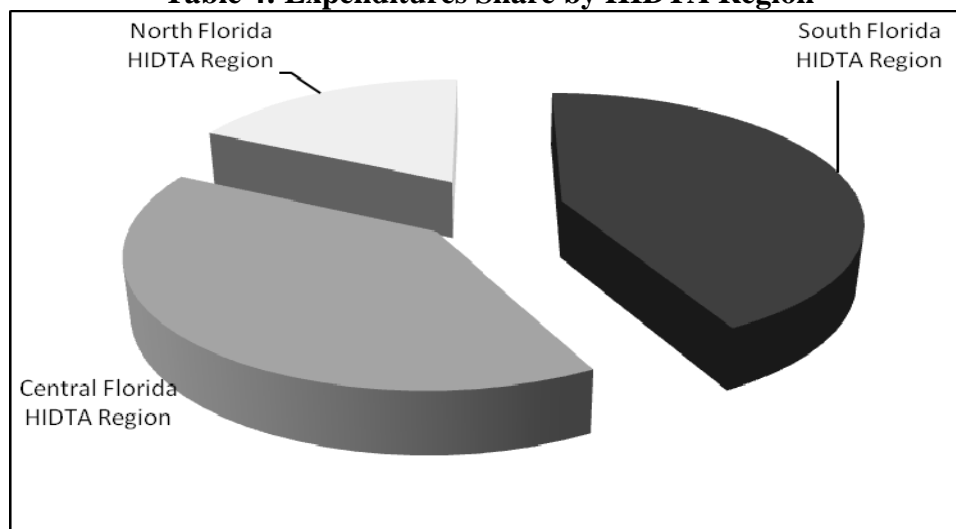
**Table 3: Grant Expenditures by Local Governments within HIDTA Regions**

Region	County*	Reported Expenditures		
		2004	2005	2006
<b>South Florida HIDTA</b>		<b>\$3,232,110</b>	<b>\$4,079,575</b>	<b>\$3,469,092</b>
	Broward	338,008	602,587	559,137
	Miami-Dade	165,318	240,435	257,559
	Palm Beach	2,728,784	3,236,553	2,652,396
<b>Central Florida HIDTA</b>		<b>\$2,786,030</b>	<b>\$4,532,500</b>	<b>\$2,854,182</b>
	Hillsborough	532,963	607,909	155,822
	Orange	374,123	487,807	598,270
	Osceola	602,085	546,738	590,648
	Pinellas	865,053	2,388,318	1,038,425
	Seminole	297,517	327,185	299,429
	Volusia	114,289	174,543	171,588
<b>North Florida HIDTA</b>		<b>\$1,903,366</b>	<b>\$1,754,164</b>	<b>\$860,849</b>
	Alachua	46,388	103,742	25,787
	Columbia	778,406	732,427	657,211
	Duval	182,715	179,269	156,783
	Flagler	88,217	148,767	17,820
	Nassau	68,840	57,011	3,248
	Putnam	581,363	369,746	\$0
	Saint Johns	157,437	163,202	\$0
<b>Statewide Total</b>		<b>\$7,921,506</b>	<b>\$10,366,239</b>	<b>\$7,184,123</b>

\* County is referenced as a geographic entity rather than a unit of Government

Source: Florida LCIR

**Table 4: Expenditures Share by HIDTA Region**



Source: Florida LCIR

## B. Local Governments within the South Florida HIDTA Region

As illustrated by **Table 5**, the South Florida HIDTA contains both the heavily populated, relatively urban counties of Broward, Miami-Dade, and Palm Beach; and the sparsely populated Monroe County. “The South Florida HIDTA region is located in the critical United States gateway from Latin America and the Caribbean... It includes South Florida’s three major international airports, three major deep-water international seaports, and an efficient ground-based network that includes well-developed interstate highway, rail, and other transportation systems.”<sup>15</sup> With this report’s focus on the treatment and demand reduction, however, this report will not be addressing these operational challenges. Rather, this report will focus on expenditures targeting these areas, and as shown in **Table 6**, the Palm Beach County School District appears to lead other entities in this regard, comprising expenditures of over \$2.6 million each year. As **Table 7** shows, the majority of expenditures are sourced to DOE, specifically from the Safe and Drug Free Schools and Communities National Program. It appears that the conclusion to be drawn regarding expenditures by local governments within the South Florida HIDTA is that one entity (Palm Beach County School District) and one program (Safe and Drug Free Schools and Communities National Program) clearly dominate the grants landscape. While it is true that other school districts within the HIDTA do spend funds (and from the dominant program) they do not reach the level of half of what is spent by the Palm Beach County School District. While no entities from Monroe County are included in this total that does not indicate a lack of participation in the program. Their absence could simply be due to expenditures not meeting the threshold for filing a single audit.

**Table 5: Population within the South Florida HIDTA Region**

County	2006 Population	2006 Urban Population
Broward	1,753,162	1,725,389
Miami-Dade	2,437,022	1,338,098
Monroe	80,510	44,044
Palm Beach	1,287,987	726,657
<b>South Florida HIDTA Total</b>	<b>5,558,681</b>	<b>3,834,188</b>

Source: Bureau of Economic and Business Research

**Table 6: Expenditures by Local Governments within the South Florida HIDTA Region**

Local Government	Reported Expenditures		
	2004	2005	2006
Broward County	\$338,008	\$347,404	\$434,901
Broward County School District	0	255,183	124,236
Miami-Dade County	0	0	19,459
Miami-Dade County School District	165,318	163,001	238,100
City of Homestead	0	77,434	0
Palm Beach County	0	150,000	0
Palm Beach County School District	2,728,784	3,086,553	2,652,396
<b>South Florida HIDTA Total</b>	<b>\$3,232,110</b>	<b>\$4,079,575</b>	<b>\$3,469,092</b>

Source: Florida LCIR

<sup>15</sup> South Florida High Intensity Drug Trafficking Area: <http://www.sflhidta.org/>

**Table 7: Expenditures by Program within the South Florida HIDTA Region**

CFDA Number	Program Title	Reported Expenditures		
		2004	2005	2006
16.58	Byrne Discretionary Grant Program	\$0	\$150,000	\$0
16.585	Drug Court Discretionary Grant Program	0	0	19,459
84.184	Safe and Drug Free Schools and Communities National Program	3,232,110	3,852,141	3,322,863
93.243	Substance Abuse and Mental Health Services: Projects of Regional and National Significance	0	0	126,770
93.276	Drug Free Communities Support Grant Programs	0	77,434	0
<b>South Florida Total</b>		<b>\$3,232,110</b>	<b>\$4,079,575</b>	<b>\$3,469,092</b>

Source: Florida LCIR



### C. Local Governments within the Central Florida HIDTA Region

As illustrated by **Table 8**, the Central Florida HIDTA has smaller total and urban populations than the South Florida HIDTA, although the counties designated are generally among the larger, more urban counties in Florida. The designated counties essentially comprise the “I-4 Corridor” including parts of the Tampa, Orlando, and Daytona Beach metropolitan areas. Like the South Florida HIDTA, it contains international airports and contains or is proximate to international ports. Furthermore, it is proximate to the southernmost counties of the North Florida HIDTA, making the counties between Tampa and Jacksonville, along the “I-4 Corridor” and then following I-95 to the northern border of the state, all HIDTA designated counties. More unique entities within the Central Florida HIDTA filed single audits than for any of the other HDTAs within the state. In fact, both the county government and school board filed audits in Orange, Osceola, Pinellas, and Seminole Counties. There is also more balance among expenditures, with no one entity dominating expenditures, and total expenditures varying anywhere from less than \$50,000 to more than \$500,000 as can be seen in **Table 9**. While the Safe and Drug Free Schools and Communities National Program is, once again, the largest source of expenditures, there is also greater balance across programs with both the Drug Court Discretionary Grant Program and Substance Abuse and Mental Health Services: Projects of Regional and National Significance exhibiting substantial expenditures, as illustrated in **Table 10**. Furthermore, there are expenditures from each program in each year, which does suggest consistency in the grants being received by local governments within the HIDTA. Another factor that may be at play is that, with more designated counties and therefore more potential entities to file single audits, any one entity not filing an audit will have less of an impact on aggregate totals. The Central Florida HIDTA appears to exhibit some degree of balance across expenditures sorted by entity and across expenditures sorted by program.

**Table 8: Population within the Central Florida HIDTA Region**

County	2006 Population	2006 Urban Population
Hillsborough	1,164,425	386,755
Pinellas	948,102	667,615
Polk	565,049	210,906
Osceola	255,903	90,276
Orange	1,079,524	381,858
Seminole	420,667	213,073
Volusia	503,844	388,124
<b>Central Florida HIDTA Total</b>	<b>4,937,514</b>	<b>2,338,607</b>

*Source: Bureau of Economic and Business Research*

**Table 9: Expenditures by Local Governments within the Central Florida HIDTA Region**

Local Government	Reported Expenditures		
	2004	2005	2006
Hillsborough County School District	\$532,963	\$607,909	\$155,822
Orange County	95,076	286,633	465,518
Orange County School District	279,047	201,174	132,752
Osceola County	532,871	484,986	303,925
Osceola County School District	69,214	61,752	286,723
Pinellas County	32,399	2,112,523	419,950
Pinellas County School District	832,654	275,795	618,475
Seminole County	134,721	148,519	80,068
Seminole County School District	162,796	178,666	219,361
Volusia County	114,289	174,543	171,588
<b>Central Florida HIDTA Total</b>	<b>\$2,786,030</b>	<b>\$4,532,500</b>	<b>\$2,854,182</b>

Source: Florida LCIR

**Table 10: Expenditures by Program within the Central Florida HIDTA Region**

CFDA Number	Program Title	Reported Expenditures		
		2004	2005	2006
16.58	Byrne Discretionary Grant Program	\$0	\$2,112,523	\$591,538
16.585	Drug Court Discretionary Grant Program	613,278	552,321	162,818
84.184	Safe and Drug Free Schools and Communities National Program	1,044,020	1,325,296	1,413,133
93.243	Substance Abuse and Mental Health Services: Projects of Regional and National Significance	296,078	542,360	686,693
<b>Central Florida Total</b>		<b>\$1,953,376</b>	<b>\$4,532,500</b>	<b>\$2,854,182</b>

Source: Florida LCIR

#### D. Local Governments within the North Florida HIDTA Region

The North Florida HIDTA easily exhibits the most variation in population of the HDTAs in Florida, as is illustrated in **Table 11**, with five counties having a population above 100,000 and five counties having a population below 100,000. The urban population also varies greatly, with Baker County having less than 6,000 urban residents, and Duval County being entirely urban due to consolidation with the City of Jacksonville. Generally speaking, however, counties in this HIDTA are relatively rural compared to other HDTAs. **Table 12** illustrates expenditures sorted by entity; with six of the nine entities that filed single audits being school districts. Expenditures sorted by program, shown in **Table 13**, are dominated by the Safe and Drug Free Schools and Communities National Program, as with the South Florida HIDTA; although prior to 2006, the Drug Court Discretionary Grant Program had totals of approximately \$400,000. This decrease in expenditures is representative of a broad trend in the program, where funding for these drug courts nationally has dropped from \$50 million in FYE 2002 to \$10 million in FYE 2006.<sup>16</sup>

**Table 11: Population within the North Florida HIDTA Region**

County	2006 Population	2006 Urban Population
Alachua	243,779	141,829
Baker	25,004	5,899
Clay	176,901	17,459
Columbia	63,538	11,382
Duval	879,235	879,235
Flagler	89,075	76,324
Marion	315,074	58,688
Nassau	68,188	16,124
Putnam	74,416	16,099
Saint Johns	165,291	20,266
<b>North Florida HIDTA Total</b>	<b>2,100,501</b>	<b>1,243,305</b>

*Source: Bureau of Economic and Business Research*

<sup>16</sup> Congressional Research Service, An Overview and Funding History of Select Department of Justice (DOJ) Grant Programs, June 23, 2006.

**Table 12: Expenditures by Local Governments within the North Florida HIDTA Region**

Local Government	Reported Expenditures		
	2004	2005	2006
Alachua County School District	\$46,388	\$103,742	\$25,787
Columbia County School District	778,406	732,427	657,211
Duval County	116,627	118,870	156,783
Duval County School District	66,088	60,399	\$0
Flagler County School District	88,217	148,767	17,820
Nassau County School District	68,840	57,011	3,248
Putnam County	145,804	74,590	\$0
Putnam County School District	435,559	295,156	\$0
Saint John's County	157,437	163,202	\$0
<b>North Florida HIDTA Total</b>	<b>\$1,903,366</b>	<b>\$1,754,164</b>	<b>\$860,849</b>

Source: Florida LCIR

**Table 13: Expenditures by Program within the North Florida HIDTA Region**

CFDA Number	Program Title	Reported Expenditures		
		2004	2005	2006
16.585	Drug Court Discretionary Grant Program	\$419,868	\$356,662	\$156,783
84.184	Safe and Drug Free Schools and Communities National Program	1,483,498	1,397,502	704,066
<b>North Florida Total</b>		<b>\$1,903,366</b>	<b>\$1,754,164</b>	<b>\$704,066</b>

Source: Florida LCIR

## **Chapter Four:**

### ***Conclusions and Recommendations***

This report has analyzed patterns in expenditures by HIDTA, by entity, and by program in order to illustrate the potential for local governments to draw down funds from specific programs they become eligible for due to designation as part of a HIDTA. By doing so, several trends have become clear. The first observation is the role of the Safe and Drug Free Schools and Communities National Program which is the source for the greatest expenditures in all HDTAs within the state and is in fact a larger source than other programs combined. It is only natural, then, that school districts tend to be well represented in this sample since this program is funded through DOE. Furthermore, it appears as though municipalities are disproportionately under represented, since there is only one in this sample; although given that sheriff's offices have broader geographic jurisdiction (the entire county) and their expenditures are included in Federal Single Audits of their respective county governments, it is not surprising that they, and by extension counties, might play a larger role in this sort of program. Additionally, school districts play a very significant role, which is what would be expected given the report's focus on treatment and demand reduction. It is expected that the primary role played by school districts is that of demand reduction in the form of early education, and, in these circumstances, the prevention of future costs is the primary fiscal return on investment.

There are several steps which local governments are encouraged to take that can aid in their draw-down of federal funds. Some of these steps are similar to recommendations contained in other LCIR reports; however, some are unique to this subject. It should also be noted that these recommendations deal with local governments' pursuit of grants they become eligible for due to the HIDTA designation and are not intended to be applied to the HIDTA organizations themselves or the law enforcement agencies comprising them. In pursuing grants that become available due to the designation as a HDITA, local governments should take the following steps to increase their receipt of federal grant funds:

- Register with [www.Grants.gov](http://www.Grants.gov) and take full advantage of all this interactive website has to offer.
- As [www.Grants.gov](http://www.Grants.gov) continues to evolve, local governments should provide the website with feedback on issues that could bear improvement, such as timeframes, and uniformity of application processes and forms.
- Using the data posted on the LCIR's website, [www.floridalcir.gov](http://www.floridalcir.gov), local governments can compare themselves with neighboring or similarly situated local governments to ascertain whether they are taking full advantage of all available grant opportunities.
- Once grants have been identified to pursue, local government staff should develop a direct rapport with personnel from the granting agency through phone and e-mail contact whenever possible.
- When competing with local governments from other states for non-formula grants, enlist assistance from Congressional Offices, who are typically able to provide letters of support.